June 1967

EMO

Exercise Toscin 66 Test
Canada EMO Emergency Planning
United Kingdom Civil Defence Corps
Preparing for Emergency
Civil Defence Foundation Firmer
Canada EMO Estimates 1967-68

CANADA EMERGENCY MEASURES ORGANIZATION

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In addition to publishing articles which reflect Canadian Government policy the Digest may also publish articles by private individuals on subjects of current interest to the emergency measures programme. The views of these contributors are not necessarily subscribed to by the Federal Government.

Director General: C. R. PATTERSON *Editor:* A. M. STIRTON

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1967

EXERCISE TOCSIN 66 TEST

Introduction

In the December, 1966 issue of the EMO National Digest, in an article on Exercise TOCSIN 66, it was indicated that when all the varied aspects of the exercise were completed some of the interesting results might be reported on in subsequent issues. As an example, the special project undertaken by Alberta Region—to evaluate the use of closed circuit television within the headquarters complex as a means of rapid dissemination of operational information—was quoted. The "Project Officer" assigned to co-ordinate this special study was Mr. D. G. Green, Emergency Planning Officer for the Yukon and Northwest Territories. A digest of the report submitted on this project is contained in the following paragraphs.

Project

The Alberta Region was requested to conduct a study to investigate the feasibility of using closed circuit television (CCTV) within the REGHQ and to the Regional Relocation Unit (RRU) as an effective means for the rapid dissemination of information.

Preparations

The equipment was installed by the Alberta Government Telephones (AGT). The equipment consisted of television cameras, with standard and zoom lens, video monitor cameras, a remote control console, a camera intercom system, microphones, 23-inch monitors in functional areas, and public address systems.

Conduct of Exercise Project

Cameras were mounted in the general conference room at the REGHQ, and monitors were installed in four functional work areas. These monitors provided one-way audio from the conference room. The monitor installed at the Regional Relocation Unit (RRU) provided pictorial pick-up from the conference room and a two-way audio circuit between the RRU and the REGHQ over a temporary microwave circuit. With this equipment arrangement, the project was conducted as follows:

- To give the best possible professional-type briefing for the background information on the Exercise, three rehearsals were held for the main speakers. During rehearsals, experiments were conducted using various types of lens to obtain the best results for both the speakers and their displays. The stage management aspects of the background briefing production was studied in some detail. The sequence of the display of material and maps required study to program the display information with the speaker.
- During the general information briefings given by the Operational Information Centre staff over the CCTV to the functional areas and RRU, some early technical problems were experienced. These were corrected as soon as the briefing officers fully understood the techniques of using the facilities, and the inexperienced camera operators gained experience in operating techniques.
- The audio at the RRU was heard over a speaker in the monitor. The audio from the RRU to the REGHQ was transmitted from an ordinary telephone handset and amplified to a speaker telephone in the REGHQ general conference room.
- The console control operator, supplied by the AGT, operated the camera switching and control levels of the audio circuits and controlled the intercommunication between the camera operators and himself.
- A number of departmental officials at the REGHQ used the CCTV to brief members of their departments at the RRU. Once the officials understood the operation of the equipment, transmissions in both directions were good. In a number of cases, maps were used to explain details of locations, routes and contaminated areas.

Possible Operational Uses

Possible application of this method of information dissemination includes:

Pictorial display and audio explanation of:

briefing of staff in remote offices or at distant locations;

radioactive fallout patterns and density from maps, traces or overlays;

re-entry force routes and extent of re-entry operations;

display of resource boards, resource maps or overlays;

remedial evacuation routes and disposal areas;

road conditions, detours and routes;

weather conditions and forecasts;

screening of entries into restricted areas by a pictorial display appearing on the doorman's monitor.

Where two-way audio is provided from the monitors, the facility can be used to co-ordinate special projects or used as a conference-type circuit, with displays, to arrive at a common plan between senior officials.

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Conclusions and Recommendations

Conclusions and recommendations as a result of this project are as follows:

- Closed circuit television would appear to be of operational use in a national emergency-type operation. Displays of radiation and fallout patterns can be transmitted without difficulty; re-entry routes and re-entry progress can be shown. Resource boards, maps and overlays can be displayed to keep those concerned up to date on resources committed and available. When not in use for briefings, or used by departments to compare statistics, one camera can be left on a map on which the fallout information is being co-ordinated. This permits all functional areas to be kept up to date as the information is received. The same technique can be used to keep abreast of re-entry progress.
- When departments are operating with their staff divided in two or more locations, the use of CCTV should result in a saving in manpower. The resource analysis and resources information need only be maintained at one location and can be televised to the other locations on an hourly basis or more frequently if required.
- Valuable time is saved in briefing large numbers of staff simultaneously and at a number of distant locations.
- If it is necessary for the departmental senior officers to attend central briefings, their departmental staffs can be briefed over the monitors while in their functional work areas.
- Experienced switchers and camera operators are required for best results. Limited experience is also required by the users.
- Closed circuit television facilities can be used to advantage within the REGHQ and to the RGRU during exercises or operations, but a very thorough study should be made of the new equipments available and the new techniques being developed in the field of this media for the exchange of information. The study should include the use of video tape as a means of storing information for subsequent use. ▲

Mr. J. F. Wallace, Acting Director General, Canada Emergency Measures Organization, presenting a long service pin to Alfred Lacelle, of the department's Protection Division, who has completed 25 years of public service, 10 of which have been with Canada EMO.

CANADA EMO EMERGENCY PLANNING

Transcript of an Address to Alberta Municipal Conference

Red Deer, Alberta, February 9, 1967

by

J. F. Wallace, Acting Director General, Canada EMO

Mayor Barrett of Red Deer made one comment which I think is one we should bear in mind, and that comment was with respect to the immediacy, shall we say, or non-immediacy of nuclear war. I would like to say a few words about this, because it has a bearing on what many of us are engaged in at the current time in developing our end of the program at Ottawa.

I seem to recall that possibly the first time that I visited a community in Canada in the field of Civil Defence was back in 1951, and it happened to be in the City of Red Deer. I think it was Colonel Lister who was the Co-ordinator of Civil Defence in this community at that time. So, I do have some connections with the emergency planning efforts of the City of Red Deer, and, of course, I have had a lot of time and problems with the Province of Alberta ever since the Organization got started.

The first thing we recognize is that the threat of nuclear attack is real. It is real in the sense that the only potential enemy at this moment has the missiles—long-range missiles; they have the bomber—long-range ones; and they have numerous submarines. All of which could deliver weapons on this continent, and, in that sense, the fact that our only potential enemy has the weapons with which to wreak the devastation which could result from such an attack, makes the threat real.

The other part about the threat is that it is not immediate. In other words, there seems to be a detente developing between what we call the East and West, which makes it unlikely that war would break out in the near future. Consequently, from that point of view, we might look on it as a time of respite, if one could put it that way, in which to possibly improve the plans—improve the concepts—that we have been operating on for the past eight years, or 10 years.

Also, the possibility of an attack taking place with little or no warning is not thought a possibility now. You have only to go back to 1959, and all that I have said so far was practically the reverse. Then, we were gearing our plans for an all-out nuclear war which would come upon us, as some people said, like a bolt out of the blue, and all our plans had to be in such a state of readiness (this was the concept) that they had to be capable of being implemented immediately or else they would not be worth the paper they were written on.

The situation has changed considerably since 1959 (I use 1959 as the take-off point because that is when we had the major reorganization of emergency planning in Canada, and it was based upon concepts which today are out of date, and this is one thing that Emergency Planners have got to keep in mind). I think too often we all become imbued with what has gone on in the past, and are not willing to look to the future and to take the situation as it is and readjust our thinking—and readjust our plans—as should be done. And so, when new concepts and new ideas come up or are proposed, we find that there is an inherent resistance to these changes, and I will be speaking about some of these things later on.

Now, basically, the policy of the Government of Canada with respect to emergency planning is quite simple, and it can be stated in two sentences. The first one, is to have in readiness for governments those plans which will enable them to continue to operate should an emergency arise; and stemming from this, is the need by governments to have a small corps of planners to develop those plans on their behalf. Secondly, in the development of these plans, we should not become overly concerned, or we should not overly try to exercise the general public, because we are just shadow-boxing with a problem which cannot be solved until an emergency arises.

This is the problem which I think many people call public apathy, and which I do not propose to discuss, beyond saying that there is no use trying to shadow-box a problem that really isn't solvable. The important thing for us, as emergency planners, is to have those things in readiness so that, if an emergency comes, we will be able to provide the leadership—the guidance—to our officials, whereby they can direct and assist the public in carrying out the actions which are required of them. And you will find, I am sure, from any type of emergency, past or present, that might take place or has taken place, that the people respond to leadership, providing the leadership is there. So, the responsibility is on most of us, as emergency planners, to have those things in readiness for the leaders of our municipalities to put into effect.

For example, I know that there would be a very chastening experience if even a peacetime disaster struck a community such as Red Deer, and the Mayor turned, I presume, to Mr. Ogilvie, and said, "What do

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we do?" and Mr. Ogilvie said, "I don't know." This is the type of thing which I think could take place if emergency planners didn't realize it is their responsibility to have things in readiness so that when the Mayor and the elected members of Council and the heads of government ask what is to be done, a plan of action is ready. In other words, they should be able to respond when required.

Our national objectives in emergency planning are basically three-fold. Firstly, to develop plans which will assist in protecting and preserving life and property. In other words, by taking or developing measures which will assist the population in surviving the hazards of nuclear war. Secondly, to develop and maintain a structure of government to ensure that all aspects of government which are important for an emergency period will be able to continue to provide leadership, and also to direct the essential services in their care. Thirdly, to practice the most sensible conservation of resources by having proper organizations in being which will be able to do this.

Now, these three national objectives of emergency planning have resulted in carrying out a complete analysis of all the programs that are currently known to be within the field of emergency planning—and there are roughly 30 of these programs—and they are being analysed in detail by teams of federal and provincial officials so that we can develop clear lines as to the direction we should be going for any one of these programs.

I think that, apart from this re-evaluation we are thinking of, there is a real reason for it, particularly when you realize that civil emergency planning in Canada is 18½ years old, and that since 1948, the combined expenditures of all levels of government have been in excess of a hundred million dollars. Since 1961, which is five years ago, over 50 millions of dollars have been spent, of which over $20 million was spent by provinces. I think it is incumbent upon all of us who are involved in emergency plans to ask ourselves the question and try to come to an honest answer, "Has the tax-paying public been getting value for its money?"

In order to try and set this question and its answer in perspective, I would like to give you some indication of where we stand today, nationally, in a variety of measures that have been adopted, because fundamentally, I think we can honestly say, "Yes, the general public has been getting value for the dollars that have been spent; that the measures are in effect today, although not necessarily solving all our problems should the worst ever take place, certainly put us in an excellent position to be able to respond to a disaster situation." In other words, we are in a position today which is a great improvement over what it was five years ago.

First of all, at the central level of government, we have a complex of protected facilities to which key elements of government, elected and otherwise, would go to operate the central government. The total number of people involved in this is something on the order of just over a thousand—out of a total public service in the Ottawa area in the order of about 100,000. So, when you say you are protecting government, you are only protecting the key elements—mainly, the key Ministers, the key Deputy Ministers, the key officials of those departments who, from these locations, would be able to direct the general activities of the country.

Falling back from the central facilities which have been provided, we have six Regional Emergency Government Headquarters across the country—one of them being located here in Alberta—and the program now is to complete the other four Headquarters for the provinces of Prince Edward Island, Saskatchewan, New Brunswick and Newfoundland. The idea here is that all these Headquarters are linked, one with the other, by emergency communication facilities, and these facilities (I might add) are in existence. The headquarters are furnished—they have all the necessary accoutrements, so that when the people move in, they become operational.

Similarly, we are developing a complex of Zone Headquarters. A total of 34 of these are required across the country. I think some time early in 1967, nine of the 34 will be completed. We have a long way to go to complete the rest, but nevertheless, in this province, I think three are underway now (I visited one at Camrose yesterday). They are equipped so that when people have to go and operate from them, everything that is required is there.

Again, when you go further down the line, out of approximately 350 municipal Emergency Government Headquarters that are required across Canada, there are approximately 160 in existence. These, too, are linked by communications. So, in a sense, we've developed a framework within which governments would be able to operate in the event of an emergency. In most cases, the key officials who would be designated for these locations, (be they at the federal, provincial, zonal, or municipal level) have received briefings, and know where they are to report should they have to do so. In the case of the federal government, and certainly in the case of the provincial government here in Alberta, there are in existence provincial or departmental readiness plans—in other words, plans which show how the departments would mobilize their emergency teams so that they could take up their positions in these locations.

So, in a sense, we've got the whole framework which is required to direct, shall we say, the efforts of governments to enable them to contend with a major catastrophe which would be national in character.

The measures I am coming to now are related to the public, or the population. We have a warning system in existence, operating on a 24-hour basis, right across

Canada. As many of you know, this starts at NORAD Headquarters; it goes into the Federal Warning Centre, which is located outside of Ottawa; is disseminated through the various provincial warning centres, and by means of sirens, people can be warned of the likelihood of an attack in and around those areas which have been selected, or designated, as possible targets.

In addition to this, we have in existence an emergency broadcasting system which can transmit the instructions to the general public in those areas that are not equipped with sirens, but which, in addition to providing the information to people outside of these areas, is in the position of being able to provide the information to the public inside of areas that are within the hearing distance of sirens. This emergency broadcasting system involves the use of all private and public radio and television facilities in Canada, and to my way of thinking, it is really one of the key elements of the survival plans—because it gives governments the means by which they can provide the public with the information that they need for their own survival activities.

If you provide warning, and you are providing advice and instructions to the public, the next thing that comes to mind is shelter, and although we have not what one might call a shelter policy in Canada, we are gradually working towards one. Governments must have adequate evidence of the need for shelter; they must have adequate information one way or the other as to the cost of such programs, before they are going to make a decision one way or the other as to whether they are going to have them. We are carrying out, as you know, a survey of all the public buildings across Canada (in Alberta, about two years ago, a pilot survey was carried out to develop the techniques) so we could see just what type of protection would be available should the people have to take cover in the event of a nuclear attack. This survey will be completed about a year and-a-half from now.

The survey in the Province of Alberta has been completed, and I would say, generally speaking, about 50% of the survey for the rest of the country has been completed. Once we have this information, our organization will then be in a position to recommend to the government what the next step should be.

The decision on this is not going to come overnight. But let's take—if you can call it that—the worst possible case. Suppose the government says they are not going to do anything about improving shelters, or providing expenditures which would improve the capacity of these places to act as shelters. I do not think all is lost. There are some things we should recognize as possibilities. We have at least surveyed the buildings; we have categorized them in various ways so that we can determine the protection that is available in them. So, should it appear that a war is going to break out, we at least know what buildings would be available to ask the public to go to. Therefore, the survey itself, apart from being able to provide us with information on which to make recommendations to the government, will provide emergency planners in local areas with the type of information on which they can make what you might call "ad hoc" plans with respect to sheltering of the public.

One of the problems, of course, is that in many cases we haven't got the buildings in some of the municipalities which are required to provide protection for the total population, and of course, this is a problem which we will have to face. What will we do with the people in those areas? This is one of the big problems of provincial emergency planners at this time.

As many of you know, our Federal Emergency Health Services, since 1962, have been developing medical stockpiles. They have the type of supplies which would be required by the casualties, and these stockpiles have been pre-positioned across Canada in various depots, and a program is underway now whereby the supplies are being pre-positioned down closer to the areas likely to have to use them. This is a program which involved twenty-million dollars' worth of equipment, and it puts us in a very good position with respect to handling casualties from a nuclear war.

The Health Department would be the first to admit that this would be inadequate for the total needs, but nevertheless, the first phase of this program, which is completed now in the value of $20 million, is in existence. The supplies are there.

An interesting facet about these supplies is, that they are the type upon which the Red Cross draw when they send medical supplies to some of these earthquake stricken areas throughout the world, or wherever major disasters occur in other countries. So, by permitting the Red Cross to use these supplies, they are in a position to be able to respond to a request for help quickly and at the same time, it provides us the means of rotating a lot of our supplies.

The Department of National Health and Welfare has a small emergency clothing stockpile in existence, which is handled by the Department of Defence Production on their behalf. Some people have always questioned the smallness of this emergency stockpile, but all the facts and all the surveys seem to indicate that one thing we do have in abundance in this country is clothing, and if the worst ever came to the worst, most of us would share the clothing we have on our own shelves or in our own cupboards. The problem of stockpiling clothing is a very delicate one, in the sense that there are so many contributing factors, and the longer you keep a stockpile in existence, the greater your problems become. And the cost, when you come right down to it, makes one question the validity of maintaining stocks along this line.

These are the types of things which are in existence today, which were not in existence five years ago. I think this country is now in a better state—a more reasonable state—to meet the possibility of nuclear

war than it ever was in the past. I would also like to say, having visited about seven countries recently in Europe who have been carrying out emergency planning as long as we have, that the programs and plans that are being developed and the measures that have been adopted in our country certainly stand up with the best—and I put Sweden in this too. We read a great deal of glowing comment about what goes on in Sweden, but they have precisely the types of problems we have. It is true, that they have what they call the deep rock shelters in Stockholm, and they do have a shelter policy, but these are the only things which the Press visit and, naturally, they are impressed. When you look at the other parts of their organization—their warning system; methods of educating the public; the methods of carrying out rescue operations; training of fire departments—they are no better and no worse than we are. So, unlike a lot of Canadians, I take pride in the fact that we are just as well ahead in our emergency planning as other countries throughout the world.

In these measures I have mentioned, there is room for satisfaction. But, at the same time, there is room for a lot of positive action that must continue. For instance, the establishment of Municipal Government Emergency Headquarters. I mentioned, I think, that there was something in the order of 160 out of 350. Unfortunately, we aren't sure how good those 160 are. Have they the inherent fallout protection which is required of them so that the people who go in there to operate will have a protected facility? Do they have the communications facilities to be able to communicate with those who need to be communicated with in an emergency? These are fundamental questions which I think one should ask oneself when he claims he has a municipal government headquarters. There is a need for more positive action on the part of provincial and federal governments with respect to the development of procedures and the training of staff required to operate out of Zone Headquarters. As I mentioned, we have nine Zone Headquarters established, and the way things are financially, it is quite possible that many of the remaining number required are going to have to be an interim-type of arrangement. But this doesn't mean, because they are "interim", that people shouldn't carry out some type of planning which would enable them to take advantage of even these facilities in the event of an emergency.

There is possibly a greater need of activity across the country at the municipal level, than at other levels of government. I am not saying this to chastise those who are in front of me, but it comes back to a point that I think Arnold Lavoie mentioned earlier, that when we are talking about survival under a nuclear attack situation, we are talking about municipalities. In effect, we are not talking about federal government, and we are not talking about provincial governments, because it is at the municipal level where the people are. Consequently, the key to survival, irrespective of what the federal government tries to do and has done, will be what takes place at the municipal level. This is why I think that more initiative, if one can use the word, must be taken by municipal co-ordinators in developing plans and programs which will be effective and which don't necessarily depend upon receiving precise guidance from their so-called senior levels of government.

I think the day has long gone by when we, at the federal level, will be issuing such guidance as we had in our "Guide to the Development of Survival Planning for Municipalities". We will be more inclined to outline what the problems are, and it will then be up to the provinces to assist the municipalities in developing an effective program. I think there are a lot of things that we have done in the past that are going to have to be re-evaluated if we accept the fact that nuclear war is not an immediate problem or an immediate threat.

Another problem which comes to mind is how far should we go in involving volunteers in our program? Should we continually try to compete, or have our operating services compete, with each other for volunteers? I dare say that many of you have had the problem of trying to develop an emergency organization comprised of auxiliary police, auxiliary firemen, radiological defence workers, wardens, medical workers, welfare workers. There are only so many volunteers to go round. People today are just too busy to become involved in emergency planning, but there is pretty well a constant number of people, who are interested in our program. How can we make better use of these volunteers? Should we just maintain a rescue man? Or should we try to train him so he becomes more competent at handling more situations than just rescue?

I think there is a need at the municipal level to really analyse how we can make better all-round use of the volunteers who are readily available to you under most conditions. It is interesting that the statistics on the number of volunteers in this program across Canada remain pretty well constant—somewhere in the vicinity of about a hundred and fifty-odd thousand people. This figure has not changed, roughly, in the past eight years. So it seems to me that we are flying in the face of reality when we consistently say that we need auxiliaries in 10 or 13 different emergency services. How can we make these 150,000 people better able to respond to a disaster situation, be it a peacetime disaster or a wartime disaster?

I haven't got the real answer for this, but it is the problem that is going to have to be solved.

I wonder at times whether, in our planning, we become too rigid in our thinking. Do we really realize that it is fundamentally our job as emergency planners to develop emergency preparedness programs for our governments and for the people who are under, shall we say, the general guidance of those governments? I think sometimes we become too involved in detail. Any

of us—or any of you—who have had any experience in dealing with disaster situations, will be the first to admit that the type of plan that one had in existence prior to that emergency had to be revised to deal with the actual situation.

We talk a great deal about flexibility in our organization. It is a word which I think we all accept, but I don't think we know what it really means. I think a lot of our plans are too detailed. Remember, the people who generally are going to operate those plans in an emergency are what we call today the "decision makers" of our municipalities. They are the Mayors, the elected members of Council, they are the heads of our municipal departments, and there is no use trying to keep them within the tight framework of a plan which is not going to work, because the plan is based upon some sort of an assumption which may or may not prove to be a fact in the emergency. But the type of people we are trying to involve in our organization are those people who, providing they have the proper guidelines, the proper type of information available to them, will invariably make the right type of decision. Let's not try to make the decision for them. This is what I mean by "are we getting too involved in detail in the development of our planning?"

There is another thing I think emergency planners have a tendency to forget on occasion—and I am party to this myself. Because we become so involved in the importance of emergency planning, we tend to forget that today governments have something of a higher order to deal with—they have to deal with living today. Civil Emergency Planning, in their minds, is a second priority activity, and quite rightly it should be. It's first priority in your mind and my mind. But for them, it will only be at the time of an emergency that it becomes a first priority. So, from a planning point of view, I think that Co-ordinators—those of us who are engaged in emergency planning—should do less finger pointing, by saying, "I don't get the support from my government", or "My Mayor isn't giving me the support". The fact that you are in the job, there are a thousand and one things you can do without having to knock on his door every minute of the day to get the support that you think you require.

The head of emergency planning in Denmark put this to me quite simply when I saw him a short time ago, when he said, "Civil Emergency Planning in peacetime is not sacred". Now, if you reflect on it, this is quite true. Civil Emergency Planning is for events which may or may not take place. We elect people to our respective governments to deal with things that are going to take place. They are going to develop the welfare-type programs we want; they are going to run our governments; run police departments and fire departments. These are things that are required all the time, and I think that we, as emergency planners, should recognize this.

Earlier in my opening remarks, I made comment about 1959 being more or less a take-off point because this was the time at which we reorganized our whole process and our whole thinking with respect to emergency planning in Canada. We have come from 1959 to 1967 and we are still, to some extent, operating on the concepts which were developed in 1959. Ladies and gentlemen, I say that nine-tenths of those concepts are out of date, and that when we fail to recognize that conditions have changed, that's the time for you and I to start leaving and getting somebody else in.

The type of an attack which is likely to take place is different than what we forecast in 1959. The threat is different; we have different types of municipal organizations to content with. I can recall, about a year ago, some emergency planners in Canada looking with horror upon the experiment which is going on down in New Brunswick now, whereby Premier Robichaud has wiped out County Government; has taken away from municipalities a great number of, shall we say, cherished and long-held traditions, and has put these in the hands of the provincial government. A lot of Coordinators, and a lot of emergency planners made the comment, "It can't work." My first question was, "Why can't it work?", and they said, "Well, they've made no requirement for having municipal emergency measures." I said, "What is our first job?" "Our first job is to develop plans for the continuity of government, and if that is the way the government is going to operate in that province, then we have to change our way of thinking and deal with the situation as it is." I am sure that in New Brunswick, they will have an effective organization, but there is a natural hesitancy on the part of emergency planners to forget that things do change; that techniques and methods of operation of government have changed considerably in the past five to six years, and that we should be abreast of these changes.

I know that the military are changing their whole method of thinking with respect to the development of their responsibilities in the event of a nuclear attack. All around me, I hear people criticizing this. "They are changing things!" So what, if they are changing things! If it is going to meet the situation as they think it is going to be, from their point of view—if their organization has changed—they have to change their methods and concepts.

We are re-evaluating 30 of our programs, and we are going to analyse every one of these, so that we can be sure the direction we are going to continue to go in is going to be the right direction.

We have talked an awful lot about re-entry operations—from 1959 until now. I know that at the Canadian Emergency Measures College at Arnprior, a great deal of talk goes on over that map they have in the conference room, and in their exercises, about how to carry out re-entry. We are now coming to the stage, at the federal level, where we can conduct a lot of computer studies which give us what we might call planning data. Now, I ask you, if after running a whole series of these studies it becomes apparent—and I

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don't say that it has, but I say supposing it becomes apparent—that in 99% of the cases, if a nuclear weapon explodes over the City of Edmonton or the city of Vancouver you cannot carry out re-entry operations, because of the fire situation or because of the radiological situation, should we, in that case, continue to plan with the same emphasis we have given in the past to re-entry operations?

These are the things we are confronted with today when people say, "You can't change" or "That isn't what the agreement said in 1959." To hell with the agreement in 1959! What is the story today?

Are we prepared to change?

If, under these studies we are carrying out, it turns out that one particular area seems to be under predictable fallout—heavy concentrations of fallout all the time—should we expect that the type of plans, the type of money that is put into that area for their emergency planning activities, be the same thing as it should be for Moosonee, Ontario, which has no fallout problem under any form of attack that we can foresee? These are the fundamental things that we are coming to grips with at our level of government, and we are working closely with the provinces—the provincial planners—on this, because we have got to be sure of the direction in which we are going.

There are a lot of things, possibly, that were done as far back as 1948 and '49, which went out the window as a result of re-evaluation in 1959, which may become more valid today because of the changing circumstances. It is surprising how, in planning activities, things do seem to go in circles—what becomes out of date one year, may come back in again five or six years later because of an entirely different set of circumstances.

People raise the question of evacuation. Maybe it is a subject which is worth investigating. Under the concept of 1959, when we were expecting an attack without warning, there was considerable validity in questioning whether it was safe to attempt evacuations. But, if you come back to what I said earlier—that the likelihood of an attack without warning taking place is pretty remote—then maybe we should start thinking about evacuation again. We have to balance this, though, with what would be the risk if you did evacuate people, with the protection that would be available to them should fallout conditions prevail. And the person who plans the evacuation just can't dismiss the problem by saying, "Well, it is outside my jurisdiction—it's somebody else's problem." These things have got to be looked at; be nailed down.

I think that we should all recognize that civil emergency planning is much like politics, and I think many people define politics as being the "art of the possible". Civil emergency planning, too, is really the art of the possible. We are required, with a limited budget (and let's all recognize this—I hear that this was one of the problems you had yesterday, discussing money—we are all contending with this situation) to try to develop the best plans possible for our respective governments and for the public. They are within the perimeter of our responsibility. You can't tell me that there isn't anything to be done. There is lots to be done.

I believe a lot of thought must go into developing proposals which could be implemented at short notice, and which would provide substantial amounts of protection to the public, but which, if we were to adopt them in peacetime, would cost sums of money which we know the government would not give us. So, it is not good enough for us to just throw up our hands and, if the government says, "No, we are not going to go forward with the shelter program", or "We are not going to go forward with some aspect of the medical program", say, "Well, we will just sit back and do nothing." NO! We've got a very heavy responsibility on our shoulders as emergency planners, to do what we can to cover all possible areas of survival.

As I mentioned, the program we have in this country, I believe, is second to none—to any I know of in the Western world. There are some aspects of the program that is going on in Norway, possibly, that are better than we have, but when I look at the overall situation—all the aspects of emergency planning, starting with the education of the public, and building it right up to having completed facilities from which government can operate, and everything that goes in between those extremes—then I say, on balance, we've nothing to be ashamed of in this country.

One thing I do feel, though, that should be said, is this. What impressed me when I visited these countries was the obvious sincerity of those who are involved in emergency planning, and they, ladies and gentlemen, are confronted with exactly the same type of problems as we are. A lot of you who are here today come from the smaller municipalities—the urban centres. Some come from rural areas. The problems you have in trying to develop your program there are precisely the same type of problems they have in Norway, that they have in Sweden, and in Denmark. So, if it is any comfort, you are not alone in the problems you have.

In concluding my remarks, I want to re-emphasize that the government's policy in this whole program is to have in readiness those plans which will be required by government should an emergency take place. And to have in being as many of the measures which will assist the public in surviving the onslaught of a major catastrophe, be it a peacetime or a wartime emergency. Now, if these two things are kept in mind, I think they can act as guideposts to our programs in the future. ▲

UNITED KINGDOM CIVIL DEFENCE CORPS

The United Kingdom Home Office issued in February 1967 Civil Defence Circular No. 1/1967: "Local Authority Civil Defence—The Civil Defence Corps". The circular is the result of "Government consultations with the local authority associations on the functions, shapes and numbers of the Civil Defence Corps for the purpose of seeing how the Corps might, with substantially reduced numbers, be best organized to carry out essential tasks".

In the Government's view the risk of nuclear war between the major power blocs has greatly diminished, but war could still result from misunderstanding or miscalculation. Moreover, there can be no guarantee that the present stability will continue indefinitely. If, against all probability, an attack were to be made there might be only a very short time for overt precautions and emergency plans must reflect this. The country's economic circumstances are also relevant in determining the extent of defence preparations.

These factors emphasize the importance of concentrating civil defence preparations on those measures which would be likely to make a significant contribution to national survival. It remains the Government's considered view that an effective civil defence program prepared on this basis could make a substantial contribution to the saving of lives and the relief of suffering, and would do much to help the millions of survivors of a nuclear attack.

Emergency functions of Local Authorities

Regulations made under the Civil Defence Act, 1948 place on local authorities specific responsibilities for the protection of the public in emergency, but in a broader sense, civil defence is essentially the carrying on of government in war. It is desirable that local authorities should wherever possible discharge their responsibilities through the medium of their own employees, looking to the Civil Defence Corps or to other agencies for assistance where the task in question calls for special skills, knowledge or experience or where their own resources are inadequate.

The Control System (*Local Government in Emergency*). The principal task of the Corps will be to help to provide an efficient control system. In the controls there are important appointments which must be filled by local authority employees. Parliamentary approval will be sought for regulations making explicit the duty of local authorities to train their employees for control system duties, but local authority staffs will not without help be able to man the controls at all levels. At some levels of local authority controls for scientific support and help with signals staffs may be needed; in some cases there may be a requirement for administrative or other support. There will be a special need for Corps members to staff sector and control posts (formerly known as warden posts). At these posts, as at the local authority controls, the task of the Corps will in principle be to supplement the resources of the local authority, but the manning of many of them is likely to continue to fall largely on the Corps, at least for the present.

The lowest level in the system of control was provided under previous plans by the 60,000 or so patrol posts which the warden post areas contained. These posts could not be fully manned by Corps members on the active strength. The concept of a predetermined pattern of patrol posts has accordingly been relinquished, but members of the Corps serving on the Emergency List would be available for duty within control post areas.

Rescue. Scientific assessment indicates that rescue operations could make only a limited contribution to the saving of life after a nuclear attack; this is inevitable given the size of the task, the permissible time-scale of operations, and the scale of resources which these two factors would necessitate in order to make any appreciable impact on the situation. The main provision for rescue will come from those whose peacetime work and expertise fits them for rescue tasks; for example the local authority's own labour force, perhaps supplemented by industrial resources. And, depending on the circumstances at the time of the conflict, the fire service might be able to render valuable assistance. Extensive specialized Corps activity in this field can no longer be justified, but some rescue training will be given to all members. (A limited number of Class A members will receive additional rescue training to enable them to act as leaders of small parties of Corps members who have had some rescue training and of others who may be available for this work.)

Local authorities have been invited to record the availability of suitable equipment and resources in their areas and to include plans for their deployment in their emergency arrangements. Industrial rescue teams would be of particular importance in this context.

Ambulance. Augmentation of the peacetime service will no longer be a function of the Corps. Plans for expansion are to be considered by the Ministry of Health, in consultation with the local authority associations.

First Aid. The combined resources of the membership of the voluntary aid societies (The St. John Ambulance Brigade and the British Red Cross Society) and the members of the public who have received first aid training are considerable, and a substantial number have no specific wartime commitments. The voluntary aid societies have agreed to provide where

possible organized assistance to local authorities in carrying out their first aid functions. Many people with first aid qualifications would no doubt readily come forward to help in an emergency and where the local authority could not make other arrangements for carrying out its responsibilities for first aid, the Corps would provide assistance in organizing the available resources.

At all levels of control down to and including control post a staff officer/organizer could marshal the resources of trained first aiders and assist in the conduct of first aid operations. These officers may be local authority staff, officers of the voluntary aid societies, or members of the Corps. Within control post areas there will be a need for skilled casualty sorters at ambulance loading points with the appropriate training in mass casualty care (formerly extended first aid). Some members of local authority staffs and of the voluntary aid societies may be prepared to train in these duties; Corps members, including those on the Emergency List, would be looked to for the remainder. The future of the Corps in this field will be to provide organizers, rather than first aid workers, but all members of the Corps will continue to receive some first aid training. As many as possible of those taking part in first aid arrangements will have opportunities to acquire some knowledge of civil defence background and of first aid in a mass casualty situation.

Welfare. A welfare organization would be essential in the event of war; care of the homeless, billeting and emergency feeding services would continue to be needed in one form or another. Welfare work is a task to which a large contribution can be made by women; the Women's Royal Voluntary Service has expressed willingness to assist local authorities in the discharge of their statutory responsibilities for welfare by supplementing the authorities' own resources, for example, the school meals service, to a greater degree than hitherto.

Teachers who would be available for other work on the closure of educational establishments and other categories of local authority staff whose jobs would cease in emergency conditions might also provide valuable assistance in organizing the provision of welfare services in emergency. Welfare staff officer/organizers at the different levels of control would be members of the local authority staff, or of the Corps, or of W.R.V.S.

Organization of the Civil Defence Corps

The tasks currently discharged by the Rescue, Ambulance and First Aid and Welfare Sections will not in future fall to the Corps on such a scale as to justify the continuation of separate Sections for these purposes. A corps not divided into Sections will give greater scope for local discretion in deploying members of the Corps to supplement the staffs of local authorities and the resources of the voluntary organizations, and should help in simplification of training arrangements. The Corps will in future therefore not be divided into Sections.

In all areas before attack the most important tasks would be the establishment of the control system and advising the public in self-help measures. After attack in damaged areas the priority tasks would be control and life-saving operations. In undamaged areas the priority tasks would be likely to be control, including control of the public if the area was subject to fallout, and welfare. Fallout might severely restrict movement or make it impossible. Reliance would then have to be placed upon those already within an area and this points to the need for members of the Corps to be able to turn their hands to whatever task is most necessary at the time. All members of the Corps will, therefore, be trained in more than one function so as to provide the greatest flexibility in their use while on the active or emergency lists.

The word "warden" has an honoured place in the history of civil defence but it is no longer entirely appropriate to the role now envisaged, which is essentially that of local leader responsible at the lower levels for the mobilization of community resources; it will, therefore, be replaced by the term "control officer". At sector post the officer in charge will be designated "sector control officer"; the warden post will become the "control post" and at that level of control the officer in charge will be styled "post control officer". Those serving elsewhere in the control post area will be called "control officers".

The appointments in controls and posts down to and including control posts that are not filled by local authority employees or where appropriate by members of voluntary organizations will be filled by members of the Corps, including reservists in emergency, and recruits would also augment the control and post complements.

Control teams particularly at county and county borough controls and at county sub-controls would need to be augmented by personnel who could assist in re-establishing control and communications, e.g., mobile operations, signals and reconnaissance elements and who might also provide reliefs for staff on duty. This support would normally come from suitably trained reserve members of the Corps.

Recruitment. The Class A strength of local Divisions of the Corps will be settled in consultation with Regional Directors of Civil Defence; there should be a very substantial reduction in the active strength of the Corps as the reorganization takes effect. Ultimately the number of recruits enlisted annually into a Division of the Corps will be related to the number of Class A members passing to reserve. Recruitment will be selective and, so far as practicable, related closely to the requirements of the particular posts in the vicinity of the volunteers' homes.

Terms of Engagement. The Class A members of the Corps will provide a nucleus of highly trained volun-

teers to fill key posts, but a reserve which could be utilized in an emergency must also be built up to provide a source of trained manpower to deal with the many tasks arising within control post areas, including the provision of local leadership and the maintenance of morale, and for mobile and relief elements at controls.

Accordingly, Corps members will be enrolled on a short-service active engagement normally of four years' duration, composed of one year's recruit service followed by three years in Class A. Ordinarily they will then pass to the reserve. Volunteers who fail to complete recruit training within a year (unless through no fault of their own) will be discharged. There will be no major change in the conditions which at present govern entry into Class A, namely completion of initial training, the passing of a test, and then undertaking a three-year period of engagement during which a member is required to take a course of advanced training, to take part in exercises and, in order to qualify for bounty, to perform such training or other duties as may be required of him in each year, but there will be no Class B.

Exceptions may be made, in the discretion of the local authority, to the rule requiring a member of Class A to pass to reserve on completion of his engagement: for example, staff officer/organizers whose continued service on the active strength might be desirable to maintain continuity in planning and in training may be re-engaged for a second or subsequent period of three years or less in Class A. But in order to ensure that the reserve is built up at a reasonable pace normally no more than one-quarter of the membership of Class A in each Division will consist of members on a second or further engagement.

Reserve Service. Reservists will be divided into two classes, the Emergency List I and II. The Emergency List I will consist of members who pass to the reserve on completion of their period of engagement in Class A. The Emergency List II will consist of members who have completed initial training, but who for any reason have not undertaken or completed Class A training. Reservists will be invited periodically to take part in exercises and receive refresher training.

Rank Structure. At present officers of the Corps are described not by a rank but by the appointment which they hold: in future they will be described by their rank. The Assistant Controller (Operations) or a nominated senior officer where the Assistant Controller is not a member of the Corps, of each county, county borough and London Borough will be the Chief Officer of the Division. As the Corps will have no sections, there will be no appointments as Head of Section.

Civil Defence Officer. The Civil Defence Officer will continue to occupy a key position in the preparation of local civil defence plans. He is responsible for the training of all members of the Division of the Civil Defence Corps.

Bounty. Bounty is at present payable only to those volunteers who are members, and fulfil the obligations of Class A and it will continue to be paid to those who qualify under these conditions. In future bounty will also be paid at the end of the first year of service in recognition of the successful completion of recruit training, on passing the test and undertaking the obligations of, and being accepted for, a Class A engagement.

Age Limits. The upper age limit for entry into the Corps will normally be 56; service, including service on the Emergency List, will not normally be continued beyond 65.

Uniform. Uniform will not be issued to any member of the Corps until he has passed the standard test on completion of initial training and passed into Class A, but denims will continue to be issued to protect clothing as necessary.

Training Syllabuses. New syllabuses have been prepared in which the aim is to ensure that as much training as possible is common to all members of the Corps. The types of training in the new syllabuses will provide a uniform basic training for recruits, and thereafter increasing opportunities for specialization. The arrangements for tests, both standard and advanced, will remain as at present.

Instructors. Instructors, both local and central, will in future be trained first to give the instruction required for standard training and for the common subjects of Class A training (except first aid). On completion of this training they would be qualified as "civil defence instructors". They would then, if willing, be trained in one or more additional subjects, which will include the following:

Field cable
Operations and information duties
Organization of first aid services
Radiac equipment
Reconnaissance
Rescue
Sector and control post duties
Signal centre duties
Welfare
Wireless operating.

Those who qualify in any of these subjects will be given additional certificates.

Implications for Industrial Civil Defence

The reorganization of the Corps will have implications for the Industrial Civil Defence service. Representatives of both sides of industry and commerce are being consulted on the modifications which may be desirable in the functions and organization of the Service. The conclusions will be made known as quickly as possible and, in the meantime, civil defence arrangements in industry and commerce should be continued on the present basis.▲

PREPARING FOR EMERGENCY

by

D. L. Polowin,

Information Services,

Department of National Health and Welfare

Reprinted from "Canada's Health and Welfare", February 1967, Vol. 22, No. 2.

In many of the various Ottawa buildings of the Federal government, and at different locations scattered across Canada, Civil Servants are preparing themselves for different situations that may arise as the result of an emergency. It could be either a peacetime disaster, such as an explosion, tornado or a large fire; an auto accident or an accident in the home or enemy attack.

In these classes being held in Ottawa, and across the country, Canada's Civil Servants are learning the fundamentals of first aid and home nursing. They will eventually join the ranks of thousands of Canadians familiar with the benefits of having the knowledge of first aid and home nursing.

The courses in first aid training and home nursing training are offered to Civil Servants as part of the program of the Emergency Health Services Division of the Department of National Health and Welfare. The purpose of the Civil Service Special Centre is the training of federal employees in first aid and home nursing as part of the National Survival Plan.

Since the Civil Service Special Centre came into being in 1960, with the assistance and co-operation of St. John Ambulance, nearly 7,500 federal employees have been trained in first aid and/or home nursing. In addition, thousands of Civil Servants have taken the special lecture on artificial respiration, part of the St. John Ambulance "Save-A-Life" Program.

Classes are currently being held in Ottawa by the Department of Energy, Mines and Resources, Department of Transport, Department of Veterans' Affairs, the Defence Research Board, Atomic Energy of Canada, the Department of National Revenue, the Civil Service Commission, Department of Agriculture and the Department of National Health and Welfare. Federal employees are also attending classes in a number of urban areas across the country.

The first aid course, with 14 hours of instruction and a two-hour examination, is carried out over a period of eight weeks. Where possible the courses are held during working hours. Emergency Health Services of Health and Welfare, through an agreement with the St. John Ambulance National Headquarters, accepts responsibility for the cost of training and supplies for federal employees. Many departments and agencies have persons on staff trained and fully-qualified as instructors and these people conduct many of the courses.

Instruction in the first aid course includes the principles of first aid, the structure and function of the human body, how to minimize the effects of injury, how to relieve pain, and how to transport the injured.

The home nursing course, a series of 9 two-hour sessions, including an examination period, provides instruction in simplified nursing and how to care for a person confined to bed. Advanced courses in first aid training and home nursing are also offered.

A majority of Federal departments and agencies now have persons delegated to act as First Aid and Home Nursing Training liaison officers. These officers canvass departments and agencies for persons interested in the three courses offered and names of interested candidates are forwarded to Emergency Health Services for the organization of classes. Courses are held throughout the year, except for July and August.▲

CIVIL DEFENSE NOW ON FIRMER FOUNDATION

Reprinted from "The Region One Spotlight", Office of the Secretary of the Army, Office of Civil Defense, U.S.A.

Federal Civil Defense is unique in that it is the only Defense Agency that works on a day-to-day basis with all 50 State governments and with thousands of local governments.

This observation was made by Joseph Romm, Acting Director of Civil Defense, Washington, D.C. as he addressed the 103rd Legislature in Maine on February 15, 1967.

He said that Civil Defense is managed through a cooperative partnership of the Federal, State and local governments; that progress is made on the basis of acceptance and consent; and that there are no direct orders from one government to another in this program.

"In a very real sense, therefore," said Mr. Romm, "the United States Civil Defense program does not march. It evolves. And this evolutionary process, this federalism in action, has resulted in Civil Defense being accepted on an integral part of strategic National defense. This process has placed our program on a firmer foundation than it has ever had in the past."

He enumerated the four fundamental factors governing the nature and direction of today's Civil Defense program:

"FIRST—any system of Civil Defense must provide a significant lifesaving potential against the possibility of nuclear attack.

"SECOND—a feasible, practical Civil Defense program is consistent with the normal framework of American society by virtue of its emphasis on the dual-purpose use of existing resources and skills.

"THIRD—management of the program is a joint responsibility of the Federal, State, and local governments, involving close cooperation with public and private institutions and organizations, commerce and industry. And . . .

"FOURTH—an acceptable program must be one that is understood by those directly involved in it. And necessary actions must be of a type that these people can, in fact, carry out.

"These are the 'keystones' of Civil Defense in the 1960's.

"Defense Department studies show that a nationwide fallout shelter system would be directly responsible for saving tens of millions of lives in the event of nuclear attack. Emphasis in the Civil Defense program today, therefore, is on the development of a fallout shelter system through the dual-purpose use of available resources, public and private. This includes locating with precision the fallout protection inherent in the construction of tens of thousands of existing structures, and promoting the design of improved fallout shielding features in new construction.

"This is not a 'shelter construction' program in the normally accepted meaning of that term. Nor is it a "massive shelter program" with the connotation that it stems from some sort of gigantic mole-like aim to place the entire Nation underground—with all the costly and other disruptive impacts this could have on our American institutions.

"The shelter program is a systematic fact-finding process to locate fallout protection available in structures—from skyscrapers to private dwellings—and makes this information available to those who would need it in the event of attack.

"Closely allied to the fallout shelter system itself are preparations for effective use of the system. These include equipment and procedures for warning, emergency communications and information, radiological monitoring, and most importantly, people trained in the skill of conducting emergency operations in periods of extreme stress.

"Civil Defense, is not a separate organization. It's civil government prepared for effective action to save lives, limit damage and speed recovery in the event of attack. The chief executive of any governmental jurisdiction needs trained, skilled people to assist him in preparing for coordinated action. Using these skilled people as a nucleus, the emphasis is on training and planning for the use of all personnel and resources, in or readily available to a city, county, or State government, to meet a major emergency. We are not establishing a specialized, single-purpose group on a standby basis. This is another dual-purpose aspect of the Civil Defense program—one that has paid important dividends in coping with major peacetime disasters.

"The primary focus in Civil Defense today, then is two-fold:

"1. Develop a nationwide fallout shelter system through the dual-purpose use of existing structures, and . . .

"2. Manage this and supporting emergency systems through the legally constituted authorities of State and local governments.

"There are many elements in this program of civilian preparedness. But let me discuss just a few, particularly as they relate to the State of Maine. And may I say at this point that under the able leadership of your State Director of Civil Defense and Public Safety, Mr. Leslie H. Stanley, and the many people who work closely with his staff in the local jurisdictions throughout your State, you have every reason to be proud of the Civil Defense program in Maine.

"Five years ago we started a National Fallout Shelter Survey to locate public fallout shelter space in large

structures. To date, this continuing survey has located standard shelter for more than 155,000,000 people throughout the Nation. The current surveyed public shelter in Maine is adequate for 392,000 people, or about 40% of your population. The owners of more than 71% of this shelter in Maine have signed legal agreements to make their buildings available as public shelters in a war emergency. And you have stocked well over two-thirds of this licensed space with half-a-million dollars' worth of austere emergency supplies provided by the Federal Government."

Mr. Romm also discussed in detail Civil Defense training programs, the Emergency Broadcast System, Communications and Warning, Emergency Operating Centers, Radiological Defense, Home Basement Shelter Survey, and organizational matters as they related to the State of Maine and to the national program.

He concluded by expressing his belief that "the Civil Defense program of today which does not pretend to offer the impossibility of total security, is a feasible, practical program, and is one that is well within our (Federal, State and local) ability to carry out."

For Canadians in every walk of life, and for future generations the late Governor General of Canada, His Excellency General The Right Honourable Georges P. Vanier, DSO, MC, CD, left a heritage of personal observations which will live through the years to help us take a deeper look at the meaning of modern society and our roles in that society. In 1961, he turned his thoughts to the possibility of war and the need for vigilance and readiness. This observation, reported in the Montreal Gazette of November 21, 1961 by Bill Bantey, and headlined, "We Must Face War Possibility With Fortitude Not Fear", contains a message for all who are involved in civil emergency planning.

J. F. WALLACE,
Acting Director General,
Canada Emergency Measures Organization.

"We shall need the sword of the spirit."

The words were used yesterday by Governor-General Vanier in urging Canadians to prepare for the possibility of nuclear war.

Speaking before the Canadian Club of Montreal, he concluded his address on Canada's north country by referring to Exercise TOCSIN-B 1961.

"I am not suggesting that the real thing instead of an exercise will ever take place," he declared. "It could happen, however.

"It is our duty to do everything we can, as individuals and as a nation, to prevent such a calamity. But if it should come, which God forbid, we must be ready to face it, not simply with resignation but with a firm determination to struggle with and master the situation, however alarming or however unique it may be in the annals of history.

"We must face the possibility not in fear but with fortitude, not with passive acceptance but with active defence.

"There is no cause for panic but there is cause for vigilance and readiness to take all the means, moral as well as material, to remain in control of the forces we have unleashed.

"Who is to be master: Man or the atom, that is the question. Shall we conquer without spiritual as well as material forces? I think not. We shall need the sword of the spirit. We shall need the help of the three great virtues: faith, hope and charity; faith in God and in ourselves, love of our neighbour, and hope.....that in the end the soul of man will triumph."

He repeated what he had said in an address to another Canadian Club a few years ago:

"I am no pessimist, Don't speak to me about the 'Golden Age' or 'the Good Old Days." The good days are those we are living in, not yesterday or tomorrow. The past is dead and the future uncertain but the present is young and alive, full of urge, and it's ours, a time in which we can do our share for God and man.

"'It is a wonderful time in which to live. It is a challenge that all of us must not only accept but welcome. I am happy to live in this age and I envy you who are younger than I who will live in the next fifty years more or less to witness and take part in the struggle between the robot and the soul.

"You are going to witness great events. God is writing history quickly and the leaves are turning over faster than ever before."▲

STATEMENT ON CANADA EMO ESTIMATES

The following statement concerning Canada Emergency Measures Organization estimates for 1967-68 fiscal year was presented in the House of Commons on Tuesday, June 13 by Hon. C. M. Drury, Minister of Industry and Chairman of the Cabinet Committee on Emergency Plans. (Hansard Vol. 112, No. 26.)

Emergency measures organization—

20. Administration and operation, $3,229,300.

Mr. Harkness: Mr. Chairman, I was wondering whether the minister would say something about the Emergency Measures Organization which is covered by this vote. There are a few remarks I should like to make on it. It seems to me that the Emergency Measures Organization is languishing; at least, I have seen and heard very little about it during the last year or two. It would appear that there is not very much energy or drive being put into the Emergency Measures Organization program. We used to have an annual meeting of dominion and provincial representatives with regard to emergency measures matters. I have not heard of any of these meetings being held for some time. In fact, if my memory is correct, only one has been held in the last four years.

I found these extremely useful meetings. They did a great deal to maintain interest and to ensure that the same sort of measures and programs were being put into effect throughout Canada. I do not know whether this part of the program has been terminated. I do not know when the last of these meetings was held and when the next one is to be held. In the circumstances we would like these questions answered.

Also, Mr. Chairman, there used to be at least one annual exercise a year more or less on a national basis, as well as a number on a regional basis. I have heard of no exercises along these lines having taken place. There may have been some regional exercises carried out, and I hope this has been the case. I know there have been some in Alberta, at least on a regional basis if not on a provincial basis. I do not know whether there have been any others. It so happens that Alberta, which is the province I come from, has been more active and energetic than any other province in regard to the activities of the Emergency Measures Organization. I do not think there have been any national exercises carried out.

It seems to me that if the Emergency Measures Organization is to be kept in a reasonable degree of efficiency, exercises are essential in order to maintain their expertise in these various matters and to test their operational efficiency. Thus they would be in a position to make improvements in the whole Emergency Measures Organization set-up.

I also ask, what has happened as far as the warning system is concerned? This used to be carried on to a great extent by the army; nuclear detonation reporting centres were maintained by the army outside all the larger cities and other stations were maintained by provincial officials, and so forth. The army having withdrawn from this activity, I wonder what the state of efficiency is, as far as the warning system is concerned.

Equally important in this regard is the state of the communications set-up, which was also operated to a large extent by the army. Who is now operating the Emergency Measures Organization communications set-up, and is it geared to meet an emergency if one should occur? I know that in the last three or four years there has been a general feeling, not only in Canada but in other parts of the world that there has been an easing of tensions between eastern and western blocs of nations, and perhaps, naturally, there was less interest in the Emergency Measures Organization and its functions generally than was the case a few years ago. However, Mr. Chairman, as long as the threat of nuclear attack exists—and I think everyone will admit that threat does still exist—I think it is essential for the protection of the population of Canada that an efficient Emergency Measures Organization be kept in operation. I have been more and more concerned that this is not being done and that this organization generally has been allowed to die, or at least languish. The various programs that were being actively carried on seem to be no longer in operation at all, or they are not being pursued very actively.

Another program about which to my knowledge we have heard absolutely nothing, in the last two or three years is the shelter program. The last time I heard about this program was when I asked the minister a question about it in the house two or three years ago. At that time, as I recall, he said that a survey of all public buildings, federal and provincial, which had previously been initiated was still being maintained and he expected it to be completed fairly soon. The minister said this survey would give us information with regard to what types of shelter and what degree of shelter existed. I have heard nothing of this program for some considerable time. I wonder what the situation is in this regard. I ask the minister whether the survey has been completed; and if it has been completed, what use is being made of the information being collected? This program was quite extensive and cost the Canadian taxpayer a considerable amount of money. I hope that some use is being made of the information secured by the survey.

I said, Mr. Chairman, that I intended to make only a few brief remarks. I hope the minister will be able

to tell us what the situation is and what it has been during the last two or three years with regard to the Emergency Measures Organization.

Mr. Drury: Mr. Chairman, in the interests of trying to get this item through tonight, and the estimates of the National Research Council, I did not volunteer a statement on this subject. But if the committee is interested, and the hon. member for Calgary North has indicated such an interest, I will make a short statement on the Emergency Measures Organization. I hasten to say that I welcome the opportunity to provide information on the activities of this very useful organization and I am glad the committee is desirous of hearing about it.

Civil emergency planning has been a program of the government of Canada since 1948. Under the authority of privy council order 1041-1965, emergency planning responsibilities have been assigned to various ministers of the crown. The Minister of Industry, through the Canada Emergency Measures Organization, is responsible for co-ordinating the national program.

Although the probability of nuclear war is remote, the government feels that one cannot simply dismiss its possibility. Consequently, in our view, it is only prudent that we devote some attention to that unlikely possibility. It is also our view that the nature of such a war would be such that to make reasonable preparations requires the co-ordinated and co-operative efforts of all levels of government. As a result of the good relationships which exist between the federal and provincial governments in the general field of civil emergency planning, I feel that the capacity of the country to survive nuclear attack is increasing. This is an area of government in which substantial sums could be expended, but it is my belief that in the long run relatively modest appropriations on a continuing basis will achieve the desired level of preparedness.

Although the substantial part of the work of the Emergency Measures Organization is related directly to nuclear war conditions, greater attention is now being given to increasing the capacity of governments to deal with peacetime disasters. Mr. Chairman, hon. members will recall the co-operative work which was carried out last year by the federal and Manitoba emergency measures organizations at the time of floods in the Red river valley. In late April of this year, in British Columbia, the respective organizations commenced preparatory work to meet the potential flood situation in that province. Fortunately, serious flooding has not yet taken place and, with a proper assist from the weather, may not occur. Nevertheless the state of preparedness as developed by the co-ordinated efforts of municipal, provincial and federal agencies, is of a high order.

The three national objectives of civil emergency planning can be stated as follows: first, to protect and preserve life and property by adopting measures which will assist the civil population to survive the hazards of nuclear war; second, to maintain a structure of civil government so as to ensure that all important aspects of all levels of government could continue to provide leadership and to direct their essential services; third, to conserve resources by developing measures which will ensure that surviving resources of all kinds will be managed properly so that an orderly economic recovery could be effected.

The activities of the Canada Emergency Measures Organization as well as those of the several provincial and municipal emergency measures organizations, are directed toward the achievement of those objectives. I think a few brief comments would be appropriate on what has been achieved in each of these areas.

Then, with regard to measures to assist the population to survive, I would say that a warning system is operated by the Canadian forces which will provide warning to the public, should an attack on this continent be detected. This system is fully operational, and work continues to improve its capability. An emergency broadcasting plan, involving the use of all radio and television stations, is in existence and can be put into operation instantly. Therefore, we have the ability to broadcast advice and instructions to the public. Key transmitters in the system are protected against fallout and have standby power facilities.

A national survey of all large buildings in Canada is under way now using a new technique for quantitative measurements. The purpose of this survey is to determine what radiation fallout protection could be provided to the public by each building in an emergency. The survey is scheduled for completion next year. Information arising out of the results of the survey will permit us to advance our planning in this important area of protection.

During the past four years we have assisted the provinces in developing a capability to detect radiation fallout by issuing over 50,000 radiation detection instruments. This is a continuing activity.

Mr. Chairman, at this juncture, I should point out to hon. members that even if Canada were not attacked the resulting fallout from weapons detonated on purely United States targets could cause a substantial number of casualties in areas close to the United States-Canada border. This is the reason why we feel that the fallout protection survey and the capability for detecting radiation fallout are so important.

The federal government, through its emergency medical stockpile program, has accumulated over $21 million worth of medical supplies and equipment at various locations in the country. All equipment and supplies are packaged into operational units, and arrangements are being made for the responsible provincial organizations to take charge of these supplies.

The Canadian forces, in addition to their responsibilities for warning, continue to develop their capability to direct and conduct rescue operations, should this prove to be necessary.

The public education program of Canada E.M.O. has been oriented toward having readily available a wide range of information so that should a demand arise, it would be able to respond to that demand. I do not believe that it is necessary, or even desirable, in the present state of international tension to keep vivid in the minds of the public the importance of survival preparations.

These are a few of many activities which are directed to the first national objective.

The second national objective, which is directed toward the maintenance of government under nuclear war conditions, also shows continuing progress. In addition to a complex of protected facilities outside the Ottawa area, there are in existence in six provinces protected headquarters from which components of the provincial and federal governments would operate. The remaining four provinces, Newfoundland, Prince Edward Island, New Brunswick and Saskatchewan, have interim facilities available. During the next four or five years it is our intention to develop longer term facilities for those provinces, as well as continuing to improve the emergency facilities already provided in the other provinces.

Below the provincial level, Canada E.M.O. has been working closely with their provincial counterparts to provide protected facilities from which municipal governments would be able to operate. I am told by the provinces that there are approximately 130 of these headquarters in existence and operational.

This network of emergency government headquarters, from federal down to municipal levels, is tied together by a comprehensive communications system.

Much remains to be done in this general area, but as each year passes additional elements are added and improvements continue to take place.

In working toward our third national objective—the effective management of surviving resources—much of the work is carried out by the responsible federal department, co-ordinated as necessary by the Emergency Measures Organization. Emergency plans are in existence and are under constant review, to manage supplies of all kinds; to continue the productive capacity of our agricultural and fishing industries; and to operate the communications and transportation industries. Work is continuing in the areas of emergency manpower planning, control of accommodation and engineering, and construction resources.

Needless to say, although most of the work in these areas is under the direction of the federal government, the achievements to date would not have taken place had we not received the co-operation of the appropriate provincial departments, and of many hundreds of officials from business and industry.

Mr. Chairman, hon. members should note that seven or eight years ago very few of these measures or activities were in existence. Today they are. Many of them were started by the previous government. And this, I think, bears out the observation I made earlier, that is to say, that with relatively modest annual expenditures a great deal can be done to improve our nation's capability to survive.

At this point I would like to pay tribute to some 150,000 volunteers who, over the years, have contributed significantly to the organization at the local level. Additionally I would like to express the thanks of the government to many thousands of federal, provincial and municipal employees who have accepted the responsibility for emergency planning as a functional extension of their peacetime responsibilities. This is the key to effective civil emergency planning. This ensures that we do not duplicate our efforts and that we make the best use of our existing resources to build up an effective emergency preparedness program.

The true function of the Emergency Measures Organization, be it at the federal, provincial or municipal level, is to co-ordinate emergency planning and to assist existing departments of government in developing their existing capability to meet emergency situations. It has never been the intention of this government nor of past governments, to have the Emergency Measures Organization usurp or replace the functional responsibility of governments or their departments at the time of an emergency, be it peacetime or during a war emergency.

Mr. Chairman, I would like now to deal briefly with the estimates of the Emergency Measures Organization. Your agreement is being sought for an appropriation of $10,659,500. This amount is approximately $400,000 less than last year's appropriation, and is the result of a more effective system of program planning.

Vote 20 covers the administration and operation of the Canada Emergency Measures Organization, which is comprised of a headquarters in Ottawa, ten regional offices, the Canadian Emergency Measures College and an office at NATO headquarters. The total authorized staff is modest, standing at 180 persons. In addition to covering the salaries of the staff, this vote provides for the continuation of the national fallout protection survey, various research and study projects, the operation of the college at Arnprior, and the public education program.

Vote 25 covers the expenditures to be made for rebuilding the Canadian Emergency Measures College at Arnprior, the construction of a regional headquarters in Prince Edward Island and pre-engineering work

in New Brunswick, the continued development of zone emergency headquarters in the provinces, and the purchase of further radiation detection instruments.

Vote 30 provides for our financial assistance program to the provinces. This program underwrites up to 75 per cent of the expenditures made by the provinces and municipalities in the development of their emergency preparedness program. I recommend to hon. members, Mr. Chairman, the favourable consideration of these Emergency Measures Organization programs.

Mr. Harkness: The minister has just read what was undoubtedly intended to be an encouraging outline of the situation, so far as the Emergency Measures Organization is concerned. However, on the basis of my own knowledge and on the basis of what he did not say, I do not believe there is any doubt that the Emergency Measures Organization is not nearly as effective at the present time as it was four years ago. To begin with, the minister said that the army had an efficient reporting system. I take from this what he means is that the army is still manning the general communications system which would report nuclear contamination and fallout or the fall of an actual nuclear bomb anywhere in the country. I do not believe the minister will deny that the military nuclear detonation reporting centres, and so forth, have been washed out and taken out of operation. So far as I can see, all the military authorities will be able to do will be to man the communications. Who is going to actually report the presence of fallout to these people to begin with, or the fall of nuclear bombs, if the worst came to the worst, I do not know.

In any event, this essential part of the emergency measures set-up has now disappeared, and so far as I know there has been nothing comparable established to take its place, nothing that would be nearly as effective. The minister mentioned the six protected provincial headquarters which are in operation. However all of these six provincial headquarters were either under construction or had been completed four years ago. I take it therefore that in the intervening four years nothing has been done to provide the other four which the minister now mentions will be completed in the course of time. It would seem to me once more, as I said at the beginning, this whole program has not been pushed forward with anything like the drive or energy which characterized it some years ago.

The minister mentioned also the medical supplies which were stored. I understand that a certain portion of these medical supplies have been withdrawn and sent to Viet Nam and other places in the form of aid. I think some were sent to Chile a year or two ago. I wonder if the minister would have anything to say about that

Mr. Drury: I do not believe I was making specific reference to the nuclear detonation reporting system when I spoke of a system of improved communications. It is a fact that in the past four years regional headquarters, which were not then operational, have become fully operational and equipped with an adequate system of communications, both between regional headquarters themselves and headquarters directly. We have also substantially improved our communications between four of the regional headquarters and their counterparts in the United States. This represents a step-up not only in cost but more importantly in the effectiveness of communication.

The system for reporting nuclear detonation has been reviewed and revised. The system with which the hon. member was no doubt familiar at an earlier period is now being replaced by a system of reporting from existing army stations or ground force stations in Canada, to be supplemented by aerial reconnaissance and aerial reporting. I am told that this, over the long run, is a more efficient approach than was the earlier system of a series of interconnected nuclear reporting stations.

In so far as medical supplies are concerned, there is of course the necessity of medical supplies held as an emergency reserve being turned over periodically, with greater frequency for some items than others. It would be reasonable to assume that out of the medical stockpile held for emergency purposes, the Department of National Health and Welfare would feed medical supplies which should be turned over to a variety of units of consumption, to be replaced with new stock. Although this hardly comes under the heading of rotation of stock, there was dispatched to Viet Nam a 200 bed hospital, complete. The beds obviously do not deteriorate in storage, nor perhaps do the mattresses, although some of the medical supplies would. These 200 bed hospitals from the emergency stockpile is being replaced in that stockpile by the Department of National Health and Welfare. I suggest that perhaps this is a very good use of our reserve stockpile, to be able to meet at short notice urgent demands as they occur.

Mr. Herridge: First of all, Mr. Chairman, I want to thank the minister for the answer he gave to the question I asked this afternoon. It was a very painstaking answer and was quite complete from my point of view. I do want to say this is the first time I have heard the minister responsible for the Emergency Measures Organization read a statement to the house that gave some indication of the policy and the purposes of the organization at the present time. I remember that when the organization was first established there was considerable enthusiasm. There was a great deal of organization at the national and local level. You will remember, Mr. Chairman, that there was a program to have a shelter in everyone's backyard in Canada. I know one firm in the west which was incorporated to supply these shelters, which people thought they required at the time. This firm has since gone bankrupt and the market did not last very long. There was this burst of enthusiasm, which could be understood because of conditions which existed at that time.

Then there was a sort of apathy which crept in. I have talked to a great many men who have been interested in civil defence and the Emergency Measures Organization who gradually, through the years, lost their enthusiasm. It was for this reason I was glad to hear the minister read the statement he did, which gave an outline of the policy and purposes of the organization at the present time.

I want to ask one or two questions. First of all, what is the policy of the Emergency Measures Organization with respect to any peacetime disaster? In talking to people I have found they were more interested in an organization if it had a twin value, if it were a war measures organization and could be used in case of disaster in any particular district. Perhaps the minister would tell us what is being done in this direction.

Second, with respect to peacetime disasters, what co-operation is there with the armed forces to assist? We are all human, and at the present time there is in my district the fear that many communities may be flooded by the rising waters of the Columbia. At the moment these people are interested in the Emergency Measures Organization in so far as it will co-operate with the civilian population in meeting a particular and local problem in conjunction with the reserve army and other personnel. Can the minister explain in a little more detail the role that the Emergency Measures Organization can fulfil in meeting local peacetime disasters, whether floods, forest fires or other unforeseen disasters.

Would he also explain what form of agreement is reached with the provinces in respect to the administration of this organization within the provinces? I have noticed quite a diversity of approach on the part of various groups in this regard. Perhaps the minister could briefly outline the agreement with the provincial governments in respect to the administration of the Emergency Measures Organization. I understand that a grant is made to the provinces for this purpose, but what check is made by the federal authorities to see that the money that is granted to the provinces is spent efficiently and properly, for the purpose for which it is designed?

Another comment I wish to make is this. Although the minister mentioned public relations, the dissemination of information, and that sort of thing, I think things can be improved. This improvement depends on the locality in which the organization is based. Some local papers are veny good in this respect, and give news items about the organization's activities, or any particular local development,—what they are intending to do, and so on. On the other hand, in other areas the organization is almost overlooked.

I would suggest that the public is entitled to all the information it can get about the purposes of the organization in emergency situations, its function in peacetime and the contribution that it can make to the area in this regard. I find that a great many young men whose primary interest is in the purposes of the organization are also interested in working with the organization in order to meet any peacetime disasters or local emergencies which may arise. If the minister would deal with these points when he speaks later, I should be very pleased indeed.

Mr. Brand: Mr. Chairman, the minister mentioned a moment ago the turning over of hospital supplies, and I agree with his remarks. I think this is a very worthwhile idea. He then went on to mention that one of these portable hospitals which had been made up by the Emergency Measures Organization staff has been sent to Viet Nam. This is probably one of the finest portable hospitals in the world and I think the staff deserve a lot of credit.

However, is the minister aware that in the December 1966 issue of the magazine put out by the external aid office in Ottawa on international developments it was pointed out that the Canadian government is sending ten of these pre-packaged hospitals to Viet Nam? According to this magazine they were to be shipped out at the rate of one per month, so since December I presume that six have been sent to Viet Nam, rather than just one. Only recently, I believe last month, the external aid office announced that it would be sending another ten of these 200 bed hospitals to Viet Nam which will operate under Dr. Alje Vennema who is in charge of the Canadian program of rehabilitation in Viet Nam. This would make a total of 20 hospitals.

As I say, I think this idea is very worth while. Since the minister seems to be sending these hospitals freely, and perhaps is not aware of it, I should like to make a pitch for a few of them, if I may. A few months ago in this house I suggested that it was time that some members of the medical profession took part actively and voluntarily in giving aid to foreign countries such as Viet Nam, and perhaps South America and the Caribbean the idea being based on the method now being used in the United States and presently carried on in Viet Nam by civilian doctors, who go there on a rotational basis spending 60 days in Viet Nam.

These doctors come from right across the United States and I believe that at the present time there are 34 surgeons and medical men operating in Viet Nam helping civilian casualties in that country. Their services are given purely voluntarily. Perhaps this fits in with the plea recently made by the director general of external aid before the external affairs committee the other day, when he said he would like to see some voluntary work instead of just money going into this type of external aid. This is exactly what I have proposed, Mr. Chairman, and I was presumptuous enough to suggest at the time that the minister be good enough to release a few more of these 200 bed pre-packaged hospitals for this purpose.

The minister pointed out, and I agree, that it would be a good idea to rotate pre-packaged stocks of drugs available in the country. It seems to me however we had better rotate them a little more, because according to Dr. Vennema there is a great shortage of medical supplies even in the Canadian facility in South Viet Nam. The amount of money spent by the Canadian government there at the present time is about $2 million, and although I understand that the Chile situation was a special one, perhaps we could keep in mind that the hospitals, supported by our government and our people in South Viet Nam might use some of these rotation supplies to help ease the critical shortage, particularly of drugs and bandages.

I should like the minister to give serious consideration to my proposal, which has already received a lot of favourable support among members of the medical profession who have expressed their willingness to operate such a venture. The Canadian Medical Association, though it feels that our medical resources are perhaps a bit thin to send too many supplies to Viet Nam, is looking with a great deal of interest at this proposal and has already met with members of the government concerning such a program in South America and the Caribbean. This type of hospital, which can be transported in one of our large aircraft or sent by ship, could easily be set up in any available area, and with this sort of Canadian ingenuity I think the staff of the organization certainly deserve credit for designing this type of hospital. They are ideal for these units. Volunteer doctors could go to these areas to work as ancillary units to the medical facilities in the locality.

This proposal, Mr. Chairman, is not treading on the toes of the type of program that the government already has under way, which is more in the line of rehabilitation and training in Viet Nam under Dr. Vennema's care. However, it would mean that instead of bringing children who have been badly burned and badly maimed to Canada for care, as was once suggested, they could receive proper surgery and medical treatment from some of the skilled surgeons and medical men who are practising in Canada today. I would at least like to hear a faint word of encouragement from the minister for what I consider a very vital and important matter, one which I am sure can do a great deal towards improving Canada's image in the world today.

Mr. Drury: Perhaps I may respond to the questions asked by the hon. member for Kootenay West and also say a word or two about the representation made by the hon. member for Saskatoon. The hon. member for Kootenay West asked what the Emergency Measures Organization does in respect to peacetime disasters. I tried to indicate in my general remarks that the role of the Emergency Measures Organization was one of coordinating and planning. Provided the various agencies of government have prepared adequate plans to cope with emergencies, there is really nothing for the E.M.O. to do. Its job is to ensure that adequate plans and preparations are made by the various levels of government and agencies responsible for carrying out particular functions. It is not the object of the E.M.O. to usurp or replace emergency operations of governments or agencies in Canada.

Let us consider as an example a flood threat in the Columbia river valley. There is a provincial government agency whose task it is to report on the threat of superabundant water as a result of surveys, meteorological reports and so forth. It is the job of a provincial government department to ensure that road communications in the Columbia river valley are in good condition at all times, including times of flood. It is the job of another department of the government to ensure that there is an adequate supply of water and electricity for municipalities in ordinary times and during disasters.

The role of the Emergency Measures Organization is to keep after these government departments to make sure they have adequate plans and are making the necessary plans in the event that an anticipated disaster, in this case a flood, should occur. I am glad to say that the Emergency Measures Organization has met at the federal and provincial level and has received co-operation from all provincial governments and from the armed forces of Canada, which also have to make plans to cope with disasters which call for their assistance. They have such plans and are ready to implement them.

The initiative in seeking such assistance rests with the municipality which finds itself faced with a disaster with which it cannot deal. It then will call upon the province, and if the province finds it is faced with a disaster which is beyond its resources to cope with, it calls upon the federal government. Fortunately we are in the position to respond to such requests effectively and quickly.

The hon. gentleman also wondered how the Emergency Measures Organization was administered in the provinces. I think I gave a general indication of the role of this organization at the provincial level. Its role is to make plans to meet emergencies and to ensure that all agencies which would discharge these plans have in fact knowledge of the plans, have accepted them and made the necessary preparations. This is the role of the organization. It is not an executive agency but merely a planning and co-ordinating agency. That is the specific background.

Having regard to the representations of the hon. member for Saskatoon, I fully support the external aid programs of the government of Canada, although I am not responsible for their administration. In fact, they are quite irrelevant to the estimates we are discussing tonight. I wholeheartedly support the use, on

a replacement basis, of our medical stockpile including the very efficient 200 bed dismantleable and transportable hospitals, and I think the designers deserve a great deal of credit. I am pleased to note that the learned doctor shares that view.

As the hon. member pointed out, there have been shipments made of some ten of these hospitals to South Viet Nam, and more are to follow. I will refer his representation regarding doctors volunteering and serving in South Viet Nam to my colleague, the Minister of National Health and Welfare, under whose province perhaps this more particularly falls.

I read *Hansard* in respect of the discussion which took place before the dinner recess and I may have misled the house. The hon. member for Moose Jaw-Lake Centre, following a statement made by myself to the effect that we endeavour to publicize on a national scale all large prime contracts, asked how they are publicized. I said that they are publicized in a variety of ways, and indicated that the most effective way was probably by newspaper advertisements. I may have conveyed the impression that the government of Canda publicizes prime contracts through paid newspaper advertisements. That is not the case. We do not pay for such newspaper advertisements. Releases are made of the details of these contracts on both a regional and local basis for distribution to newspapers in the hopes they will publish the details and enable potential contractors to have knowledge of them.

Mr. Harkness: Mr. Chairman, in connection with the provision of our drug and mobile hospitals from our stockpile, either to Viet Nam or other places where they can be used, I should like to make it clear that I have no objection, provided the stocks are replaced. The minister previously said that one hospital had been sent. He now indicates that ten have been sent and more are to follow, but there is no provision in these estimates for the replacement of those hospitals or the stocks of drugs that have been provided. That is the point I made when I originally referred to this matter of mobile hospitals and drug stocks which have been piled for emergency measures use. It is fine to send them as part of our foreign aid, but as far as I can make out there has been no provision made for replacement, contrary to what the minister has said. There are no funds provided for their replacement.

Mr. Drury: Mr. Chairman, the initial cost of the drugs and these hospitals appeared in the estimates of the Department of National Health and Welfare, not in the estimates covering the Emergency Measures Organization, the estimates we are dealing with tonight. By the same token, the cost of replacing the hospitals and the drugs shipped to South Viet Nam would not appear in these estimates. Their replacement cost could be financed in one of two ways, either through an item in the estimates of the Department of National Health and Welfare, representing the cost of replacement, or by an item in the estimates of external aid covering the replacement cost. I am not sure which way this is being done or which way it is proposed to be done.

Mr. Harkness: Can the minister assure us that an item will appear in one place or another? I know there is no such item in the estimates of the Department of External Affairs, because we dealt with those estimates in committee last Thursday. I have not looked at the estimates for the Department of National Health and Welfare but I understood the minister to say there is no such item there. Can he assure us that there will be a supplementary estimate to cover the replacement of these supplies which have been shipped away?

Mr. Drury: I have been assured that these will be replaced, and as a consequence the appropriate financial provision will have to be made. I will check with my colleague the Minister of National Health and Welfare to find out how the replacement is to be financed.

Mr. Harkness: Is it to be done this year?

Mr. Drury: I am not sure as to the precise time table, whether the items shipped will be replaced in one fiscal year or not. Again, I will ask my colleague.

Mr. Harkness: I submit this is another example of a lackadaisical approach to the emergency measures program which has characterised this government during the last four years. These medical supplies and mobile hospitals were stockpiled for a specific purpose and are being used for another purpose. Apparently they have not been replaced, and the minister does not know whether they will be replaced this year, next year or, indeed, I suggest, at all. This is not good enough. If the necessity exists for this stockpile—and both this government and the previous government were of the opinion that it does—then it should be maintained until it can be shown that there is no longer a need for it. I do not think the minister is advancing that contention this evening.

Mr. Drury: Not at all.

Mr. Harkness: I would say the same with regard to the provision of protective headquarters for the provinces under a program which was projected four years ago. Nothing has been done since, except that the government has completed the six headquarters which were under construction—in fact, I believe one or two of those have been completed by the time they took office.

Once more, the whole matter has been soft-pedalled and very little more has been done about it. When I spoke earlier, I asked the minister what national exercises had been held to test the efficiency of the organization and ascertain any weaknesses. The minister has not answered that question. I do not think any such exercises have been held. I also asked him what had

happened about the dominion-provincial conferences which used to be yearly events. I do not think more than one of these has been held during the last four years.

Mr. Drury: The most recent federal-provincial conference was in June of 1965 and the most recent national exercise was in October of 1966. The hon. member should appreciate that in respect of supplies the role of the Emergency Measures Organization is one of planning and co-ordination. The responsibility, in departmental terms, for maintaining the stockpile rests with the department charged with the particular work. It is not, in jurisdictional terms, the task of the Emergency Measures Organization to procure or operate the stockpile; it is the responsibility of the department, and one assumes that when a senior and responsible department gives an assurance that the stockpile will be replaced, it will be done.

It do not think it is fair for the hon. member to suggest that nobody knows whether it will ever be replaced. This is to impugn, quite unfairly I think, the sense of responsibility of those in charge of a large and responsible government department. The hon. member says with respect to regional headquarters that one or two may have been completed four years ago and that since then nothing has been done except to complete two. This is something of a distortion. I did make reference to the provision of an adequate communications systems connecting these headquarters, something which, I may say, did not exist four years ago. The previous government may have had great plans for doing these things but in fact they were not carried out. Now they have been. Further, I indicated that this year a regional headquarters was being constructed in Prince Edward Island. It really is not satisfactory for the hon. member to say nothing has been done. Either I am wasting my time talking or he is trying to controvert what I say.

I think some hon. members feel that not sufficient publicity has been given during the last couple of years to the activities of the Emergency Measures Organization. I myself feel strongly that an endeavour to maintain at a high level interest in an organization whose functions in peacetime are relatively undramatic is doomed to failure, and that attempts to raise public interest in such an organization during peacetime will only result in a substantial let-down. We have had some examples of efforts to build up the activities of the Emergency Measures Organization to a pitch which could not be sustained, and I think it would be a mistake to repeat those errors.

Mr. Harkness: The minister is quite wrong in the statement he made that the emergency measures headquarters in the provinces did not have communications five years ago. Permanent headquarters were in the course of construction, but there were temporary headquarters in each of the provinces and they were provided with communications. At least one exercise on a national scale was held each year in addition to a number of regional exercises and these confirmed that the communications system was working satisfactorily. All that has happened since is that the communications apparatus has been moved from the temporary headquarters to the permanent headquarters. I am surprised that the minister should try to give an erroneous impression about what existed four years ago in comparison with what exists at the present time.

The minister talks about the Department of National Health and Welfare being a responsible department, and suggests that if this department makes it known that the medical supplies and mobile hospitals which have been sent abroad are to be replaced, we must accept it that this will be the case. I would like to ask the minister whether the cabinet committee on emergency measures still exists, on which sit ministers representative of these various departments? When I was in charge of emergency measures this was the situation. When the cabinet committee came to a decision with regard to a matter of this kind, the provision of replacements for any equipment disposed of or sent overseas,—although I do not think such was actually done at that time—that decision was recommended to the cabinet and, if approved, became a cabinet decision, and action was taken. I wonder if this system still exists, or is it up to each department to do as much as it wants with regard to emergency measures, or to do as little as it wants?

Mr. Drury: The hon. gentleman, as a privy councillor, would not expect me to indicate the actions taken by cabinet committees and by the cabinet. There are both departmental decisions and government decisions, and the decision to replace the hospital equipment shipped out of the country is a governmental decision. Perhaps the hon. member will not want me to go further than that.

Mr. Harkness: I was not asking the minister to tell me any cabinet decisions or anything else along that line. I was simply asking him if the cabinet committee on emergency measures, which was set up during the time we were in office, is still in operation. We announced the establishment of it, there was nothing secret about it. Is it still in operation?

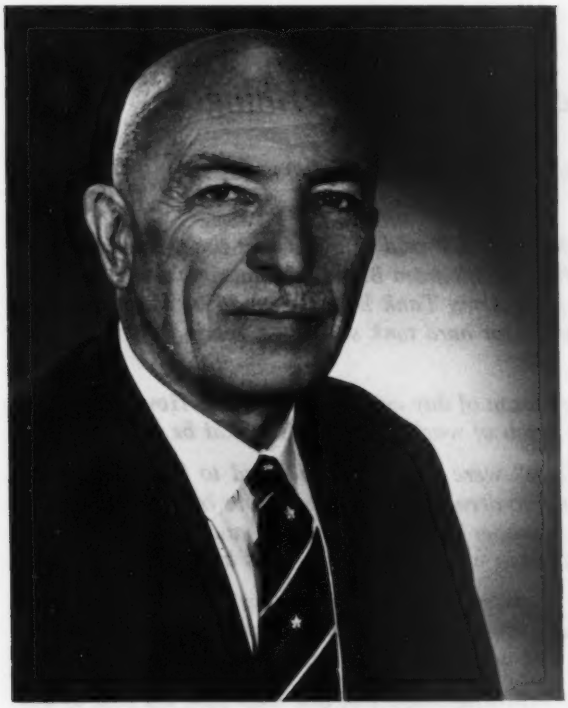
Mr. Drury: Yes, Mr. Chairman.

Item agreed to.

The following items were agreed to:

25. Construction or acquisition of buildings, works, land and equipment, including authority to make recoverable advances not exceeding in the aggregate the amounts of the shares of the governments of the provinces of the costs of joint programs, $2,230,200.

30. Grants to provinces and municipalities for civil defence and related purposes and authority to make recoverable advances in accordance with terms and conditions approved by the treasury board, $5,200,000.



The First Chief Instructor

Les Smith

On 31 May 1967, Les Smith retired from the Canada Emergency Measures Organization after seventeen years of devoted service to the aims of the emergency preparedness program.

Les was one of the small corps of originals which General Worthington gathered around him to formulate a civil defence program. He was selected to be the first Chief Instructor of what was known as, in those days, the "Civil Defence Technical Training School". In rather shoddy accommodation, at the Connaught Rifle Ranges outside of Ottawa, Les instilled in many thousands of people his personal enthusiasm for the program. The results of the effort which he put forth in the early days of development, can be seen today in the establishment of emergency planning in many municipalities across Canada, as well as the Canadian Emergency Measures College at Arnprior.

After spending two years developing the school, he subsequently served in the Canada Civil Defence Organization as Chief of Training and Operations. In 1960 he became the Commandant of the College at Arnprior and in 1965 was appointed Head of the Program Evaluation Division at the Canada Emergency Measures Organization Headquarters in Ottawa.

Being one who was associated with Les in the early days, it can be said that it was not a question of the dollars and cents which made the program move or develop but really it was his personal enthusiasm and sincerity as to the need for preparedness programs that impressed many thousands of people of the importance of civil emergency programs. There are very few people, in my opinion, who will ever show the same degree of personal involvement in our program as did Les.

J. F. WALLACE,
Acting Director General.

Tribute by Major General F. F. Worthington

Federal Civil Defence Co-ordinator during the period 1949-1957.

I first met Les Smith in England during the Second World War. At that time, I needed some one to take charge of a large working party to haul rubble from Bristol, at that time under bombing attacks, to West Lavington Downs where the First Army Tank Brigade would be stationed when they arrived from Canada. The rubble was needed for hard tank standings, ready for the Brigade when it arrived.

It was a nasty job at best, made nastier by reason of day and night bombing. However, I soon found that I had a man to whom I would give a job of work, knowing it would be well done.

When the Brigade did arrive, the "standings" were complete. I wanted to keep Smith, but until some vacancy occurred in the Brigade, I had to dream up some weird jobs in order to provide a legitimate reason to hold him. Eventually, a proper vacancy did occur and as "Intelligence" officer he stayed with the Brigade until an accident in which he had the hard luck to lose his arm.

After the War, when Civil Defence was in its embryonic stage, I was fortunate in getting Les to join the team. At that time, he had much to do with shaping the training program, and since then his responsibilities have been many and varied.

I have never known a more dedicated or trustworthy man, and one who gave his best to any project he undertook. Much of the excellence of the present day civil emergency planning is due to the untiring effort that Les Smith put into it.

In his retirement, all those men and women across Canada who have participated in C.D. or E.M.O., I am sure, will join me in extending to Les and Mrs. Smith our sincere good wishes.

F. F. WORTHINGTON

OTTAWA, JUNE, 1967

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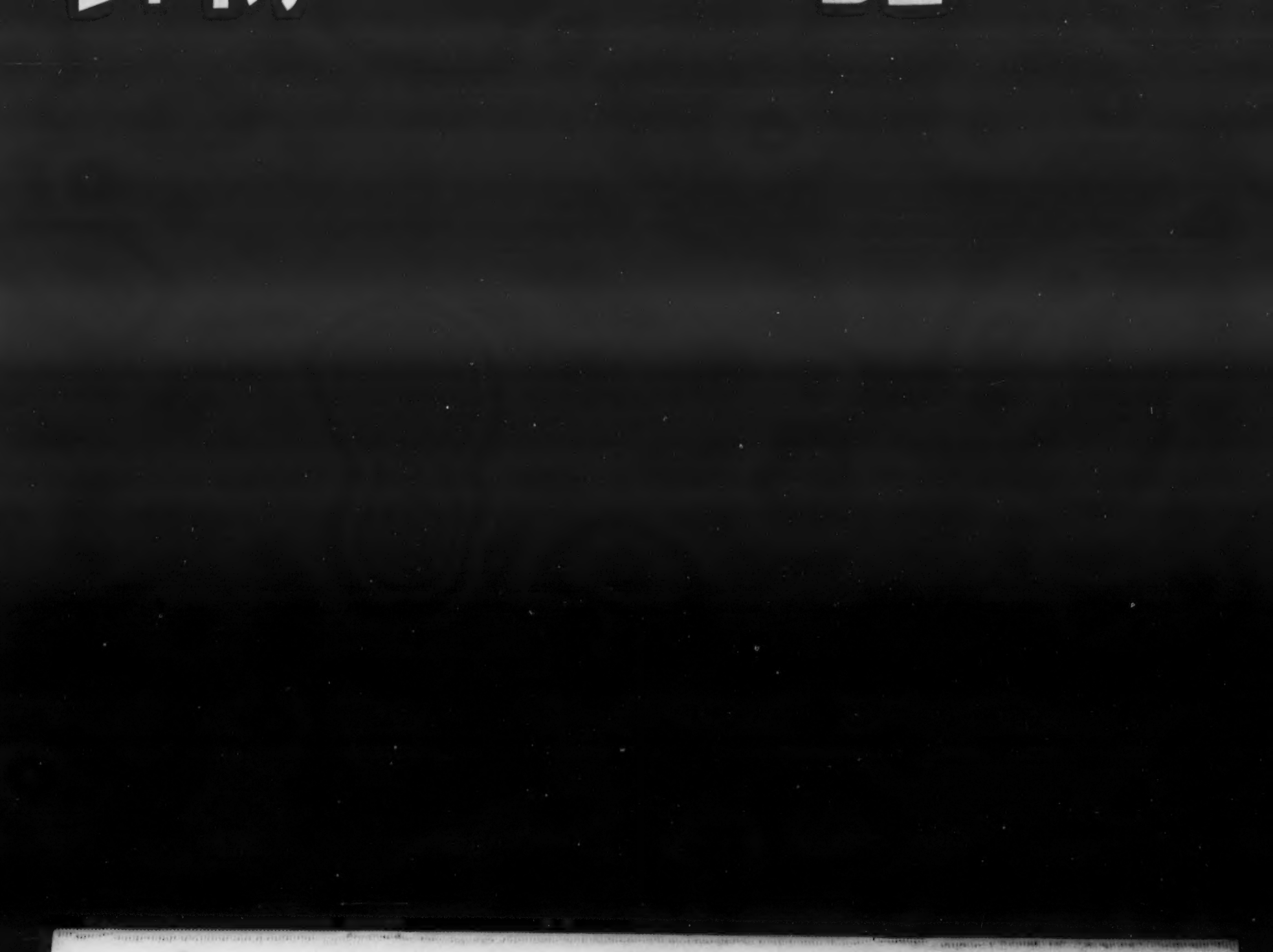
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